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AUTHOR Seagren, Alan T.; Doyle, Ken J.
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ABSTRACT

The changing perspectives of higher educational administration in Australia are traced from the growth of the 1960s and early 1970s to the period of contraction, since 1975. Three major challenges facing administrators in the period ahead are identified: problems of continuing institutional viability with the threat of government intervention; coping with increasing costs in the face of declining financial support; and demonstrating a capacity to innovate in order to respond to the changing needs of the environment and to make more effective use of available resources. The scope for innovation by higher educational administrators in Australia to increase institutional effectiveness, and to resume a dynamic state of growth, is discussed in terms of a framework developed by the economist Joseph Schumpeter and extrapolated to higher education in a period of no-growth by Leslie and Miller. In terms of the framework presented by Leslie and Miller, it is argued that under the increasingly centralized control of higher education in Australia, there is limited scope for the development of new accredited academic programs, or for improving instructional flexibility; but institutions are taking initiatives to obtain new sources of students and new sources of income. Major incentives are being taken by state and federal coordinating authorities to effect reorganization between and among institutions and some organizational initiatives are being taken by administrators within institutions. (Author/PHR)

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CHALLENGES FACING HIGHER EDUCATIONAL ADMINISTRATORS DOWN UNDER IN THE EIGHTIES

Paper presented by Alan T. Seagren - University of Nebraska-Lincoln

and Ken J. Doyle - Kuring-gai College of Advanced Education, Australia

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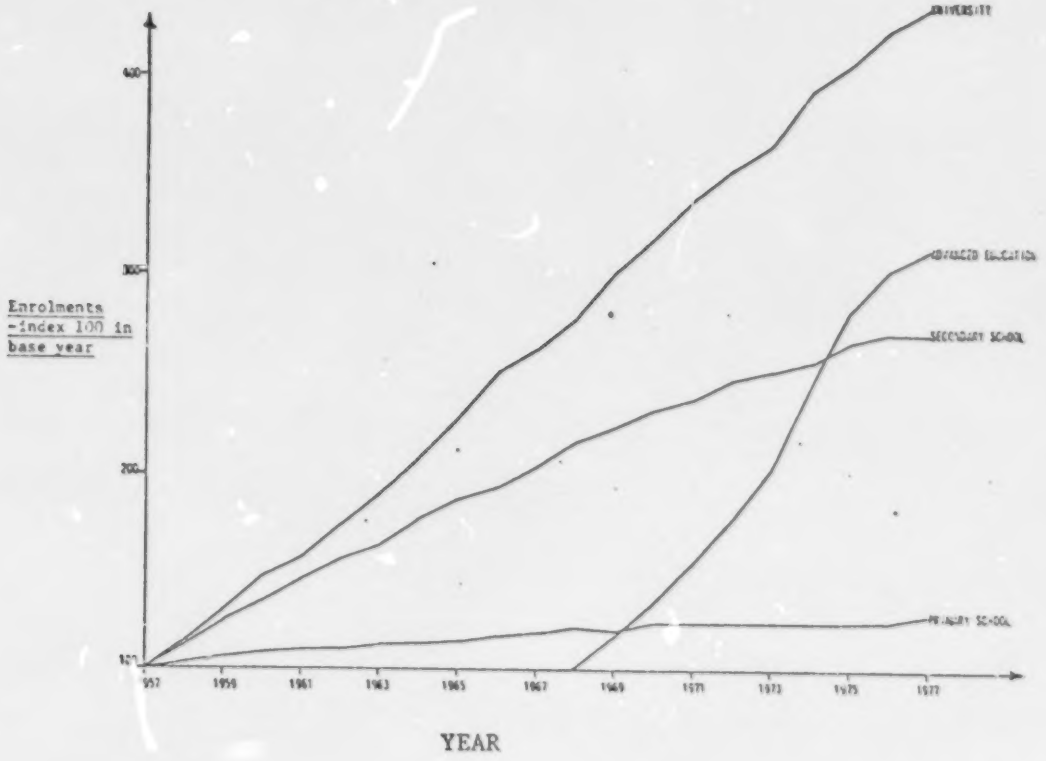
CHALLENGES FACING HIGHER EDUCATIONAL ADMINISTRATORS
DOWN UNDER IN THE EIGHTIES

Coping with the conditions which accompanied rapid growth in universities and colleges provided the major challenge to administrators in higher education, in the 1960's and early 1970's. This period was characterized by growth in enrollments and substantial increases in public expenditure in higher education, in Australia as well as overseas. Some eighty Australian colleges of advanced education were formed in this period, which produced a new binary system of higher education in the country -comprising universities and colleges. There were also new universities established in the five largest states, New South Wales, Victoria, Queensland, South Australia, and Western Australia.

An appreciation of the rapid growth rates in enrollments in the higher education sector in comparison with the primary and secondary school sectors, over the period, 1957 to 1977 may be gleaned from Figure 1.[1] Between 1968 and 1975 the total undergraduate population (in universities and colleges) effectively doubled. By 1978, the number of students enrolled in undergraduate programs in the college sector (149,075) exceeded the number in the university sector (140,365). Only when higher degree students are included, did university enrollments (159,506) exceed college enrollments (149,747).

Figure 1

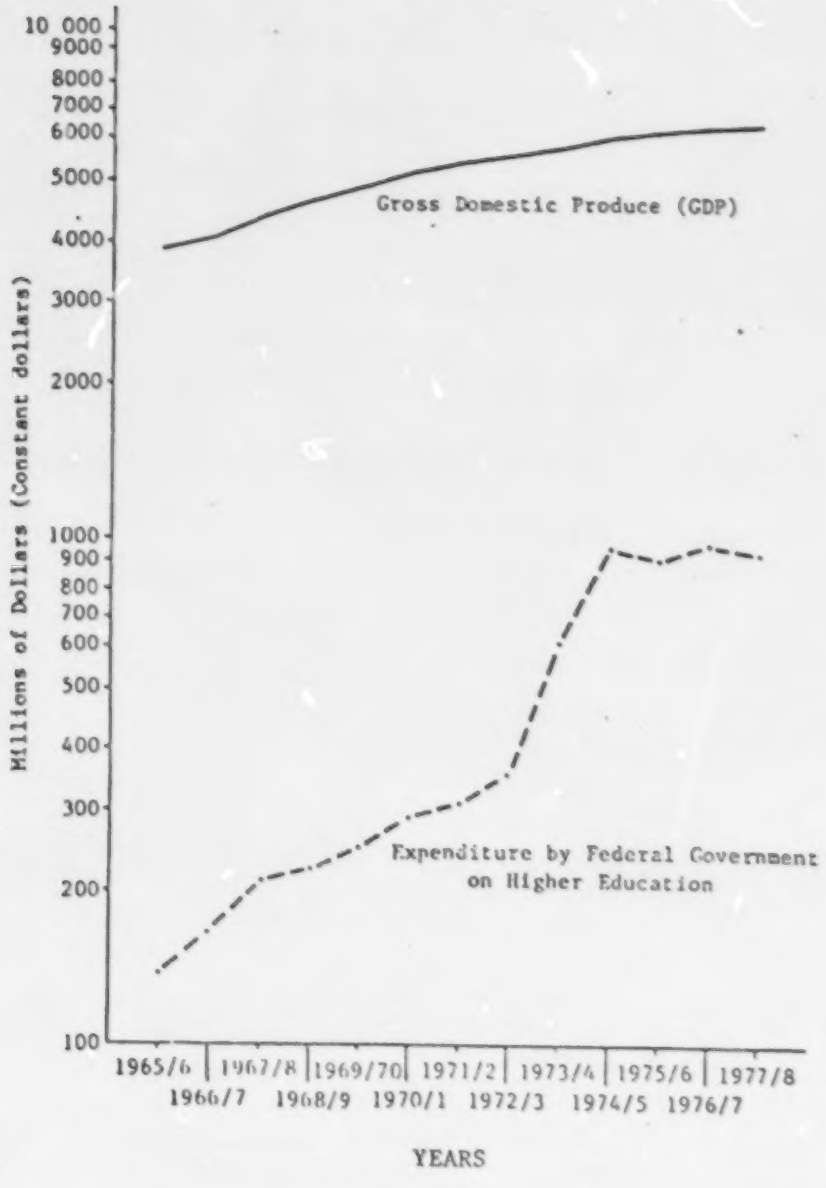
Growth in Full-Time Equivalent Enrollments by Education Sector in Australia 1957-1977



The significant growth rate in public expenditure on higher education in Australia, in terms of gross domestic product is evident from Figure 2.[2] Total public expenditure on all sectors of education rose from 2.1 percent of the gross domestic product in 1956-57 to 5.8 percent in 1976-77. Over the same period, the contribution of the Commonwealth Government rose from 2.6 percent to 42.1 percent of total public expenditure. This followed acceptance by the Commonwealth in 1974 of responsibility for complete funding of higher education. Prior to this, the Commonwealth provided matched grants to State expenditure on universities and colleges - on a dollar-for-dollar basis for capital programs, and on a dollar (Commonwealth) for every $1.85 dollars (State) for recurrent expenditure.

Figure 2

Growth in Public Expenditure in Higher Education
in Australia, 1965-66 - 1977-78



Given this background of rapid growth and increased funding the management procedures utilized at the institutional level, the state level and federal level were all organized to respond to growth and the inherent problems of expansion.

During the latter part of the 1970's several dramatic changes took place which presented new and different challenges to administrators in higher education. Not only did students demonstrate their dissidence to social values displayed in the content and teaching of their programs, but parents, employers, politicians, and the general public moved in concert in their criticisms, both of the previously hallowed universities, as well as the newly emergent colleges. Even from within, dissatisfactions were voiced by faculty against the traditional decision making processes of their institutions. The statement by Arnold Toynbee which is quoted by John Corson in his book on the Governance of Colleges and Universities was certainly relevant to higher education in Australia. He said:

> There seems today to be a worldwide consensus that the traditional system of higher education does not meet, any longer, the educational needs of a more and more rapidly changing society.[3]

The focus in this period in Australia was generalized; it ranged from concern regarding the values and relevance of what was being taught to the ability of the institutions to manage themselves.

The upshot, during the closing period of the decade, has been declining enrollments in many institutions, increasing financial stringencies, and action initiated by the state coordinating authorities for higher education to rationalize, and even close some institutions. Retention rates in final years of secondary school leveled out in 1977 and the Commonwealth Government recommended that state coordinating authorities control intakes into higher education -- in the university sector, at the 1976 level, and in the advanced education sector, at the 1977 level. As seen in Figure 2, the growth in expenditure on higher education was also seriously checked.

The greatest effect of the turnaround in support for higher education in Australia was felt by the college sector. Many institutions had ambitious

building programs which were either deferred indefinitely or dramatically curtailed. Enrollment projections needed radical revision to be contained within the approved ceilings. New course proposals were greatly rationalized; many that had been submitted to the state coordinating authorities for assessment were simply returned to the colleges, or were set aside, and some of those that were assessed and recommended for accreditation and funding were subsequently rejected by the Tertiary Education Commission, the newly established federal coordinating body. With the decline in the level of funding in real terms, it became apparent to the state authorities that various forms of course and institutional rationalization would be necessary, and inquiries having these objectives were initiated in several states. The Chairman of the Board of Advanced Education in South Australia summarized the impact upon the colleges in a paper he presented to the Australian and New Zealand Association for the Advancement of Science (ANZAAS) Congress, held in January this year:

> In recent years the colleges of advanced education as a group in Australia have continuously developed to achieve acceptable tertiary academic standards and expertise. There have been considerable advances particularly in such areas as accreditation, in the development of new courses, and for many, building programs of considerable magnitude. After this rapid rate of progress there has been a sudden halt in expansion and many institutions have found it difficult to orient their thinking to the new conditions.[4]

When the newly emerging scene in higher education became apparent, several national conferences were convened by institutions to explore the problems, and to consider the implications for the future. The conference titles reflected the feelings that had developed and their discussions had a common theme. The initial reactions in the college sector were vented in May, 1975, at a conference on "The Governance of the Australian Colleges of Advanced Education" held at the Darling Downs Institute of Advanced Education in Queensland. This was on the eve of the announcement by the, then

Prime Minister, the Honorable E. G. Whitlam, that the Commission on Advanced Education and the Australian Universities Commission would be combined to form a single Tertiary Education Commission. Two prominent research fellows at the Australian National University commented in a paper presented at the conference that:

> The halcyon days are probably over for education in general, and the CAE's in particular... It seems to us to be important that administrators in advanced education -- indeed throughout Australian education -- move to undertake desirable reorganization themselves before it is done less sensitively for them by outsiders who are less knowledgeable of the complexities of the situation and perhaps less sympathetic of the academic enterprise.[5]

By December 1975, the uncertainty regarding the future had grown and a national conference for senior administrators in universities and colleges was convened in Tasmania. It was titled "The New Depression in Tertiary Education." The principal of the host institution in Hobart (which, incidentally, was later merged by the State Government with the University of Tasmania) remarked:

> The performance of universities and CAE's is coming under increasingly intensive scrutiny both within the Australian Parliament and in the wider forum of the general community... The need to manage tertiary institutions more efficiently is not merely a matter of good business practice but for a number of CAE's and universities it may well be a matter of survival.[6]

At a national conference held at the Australian National University in Canberra, in July 1978, which was titled "Australian Tertiary Education in the Aftermath of Expansion," the Chairman of the Tertiary Education Commission, Professor Peter Kermel, set the scenario for the future of Australian Higher Education in the concluding remarks of his keynote address. He said:

> It is clear that universities and colleges will, at least for a number of years, be operating under conditions in which student numbers and budgets will not be expanding. This may not be a

temporary phenomenon and the health of the institutions will depend on their capacity to maintain some flexibility and capacity to innovate under stationary conditions.

There have been other more recent observations by leading Australian educational administrators and theorists which have reinforced the views about the future of Australian higher education. The Chairman of the New South Wales Higher Education Board, Dr. R. E. Parry, in a graduation address at the University of New South Wales in October, 1978, adverted to the influences that may well be wrought on universities and colleges by government agencies.

> The sector of higher education is receiving more attention, in structural terms, than any other at this time, as a result of the ministrations of various government boards and inquiries, and one cannot imagine that universities and tertiary colleges will be able to go into the eighties without some fairly significant changes.[8]

Dr. Robert McCaig, Australian Director of the W. K. Kellogg Foundation, Higher Education Studies Center at the University of New England has commented on the nature of innovations in universities and colleges (which was an issue mentioned by Karmel), during what he termed the three ages in Australian higher education -- the age of expansion, the age of planning or pseudo-planning, and the age of reality. He argues that innovation by institutions in the past has been in reaction to influences by outside agencies, particularly governmental, and points to the need for a change in this stance in the present 'age of reality':

> In the past, educational institutions have been reactive, they have been responsive to initiatives from others. The new stance requires them to be anticipative, to be initiators, to size up the environment, in particular to recognize the political context of educational planning and to be initiators rather than reactors.[9]

The challenges for the period ahead in Australian higher education have been clearly identified:

1. administrators face problems of continuing viability of their institutions, with the threat of government intervention to achieve greater rationalization

2. Institutions will need to cope with increasing costs in the face of declining financial support

3. Institutions will need to demonstrate a capacity to innovate, in order to respond to the changing needs of the environment, and to make more effective use of available resources

The future will incorporate many other complexities. The movement initiated in the sixties to ensure greater staff participation in decision making has become a fact of life. This will necessitate more effective communication of new ideas and new proposals, and the need to assess staff perceptions of proposed innovations. Thus, the responsible administrator in higher education will need to adopt a sensitive, balanced appreciation of the complex forces and processes impacting on the governance of his institution.

A framework for viewing the no-growth phenomenon in Australian higher education, and for examining what initiatives administrators may take in seeking to resume a dynamic state of growth, may be borrowed from a study carried out by Leslie and Miller for the American Association for Higher Education in 1974.[10] They extrapolated to the higher education setting a model developed by the economist, Joseph Schumpeter in 1934, which contained five categories of innovations by which business firms seek to gain a competitive edge over their rivals. Their framework is shown in Figure 3.

Figure 3

Categories of Innovation in Business Firms and Higher Education

Schumpeter-Business Firms	Leslie and Miller (AAHE)-Higher Education
(1) Development of new products	(1) Development of new courses, programs
(2) New methods of production	(2) Improving instructional flexibility
(3) Development of new markets	(3) New sources of students
(4) New productive factors	(4) New sources of income
(5) Reorganizing and restructioning the enterprise	(5) Reorganization within institutions, between institutions and among institutions

(i) The Development of New Products

The need to develop new programs during the period of no-growth in Australian higher education is being felt most strongly in the advanced education sector, particularly in colleges whose enrollment numbers are generated largely, if not entirely, from teacher education programs. Many of the newer colleges of advanced education were formerly teachers colleges, administered and funded under the aegis of State Government Departments of Education. Some have since developed as multi-vocational institutions, but many remain as single-purpose, teacher education, colleges of advanced education.

A ten percent reduction in commencing numbers in pre-service teacher education courses was made in each state in 1978, followed by a similar reduction in 1979. A continuing ten percent reduction is proposed by the Tertiary Education Commission in 1980, and a further reduction of eight percent is being foreshadowed for 1981. This policy was determined by the Federal Government following the release of the first report of a national population inquiry in 1975, and subsequent studies of the supply and demand for teachers, which highlighted projected reductions in the birthrates and an oversupply of teachers.

In developing new programs to counteract this decline, colleges are turning to the provision of courses which provide specialised, vocational training for graduates or teachers with acceptable pre-service qualifications plus considerable teaching experience. Graduate diploma courses, which are normally of two years' full-time, or equivalent part-time duration are being developed in special education, multi-cultural education, career counseling, reading education, and other specialised areas. However, there is serious

doubt regarding the potential of these courses to absorb the differences in enrollment numbers resulting from the cut-backs in pre-service programs, since:

(i) Colleges in many instances do not have the skills among existing teaching staff to offer the new programs despite encouragement given to staff to research and emphasis given to staff development programs.

(ii) Declining pre-service numbers are creating staffing surpluses; thus, colleges frequently do not have the vacancies nor the surplus funds to launch into new programs.

(iii) The graduate diploma has not proved to be a highly attractive qualification to students. It does not have the status of a master's degree, nor does it offer automatic escalation to a master's program through formal exemption from masters level courses. In fact, small enrollment numbers have tended to characterize these courses in all fields of advanced education.

(iv) There is increasing concern by higher education authorities at both state and federal levels to rationalize new course developments in terms of defined academic profiles for each institution. The effect has been to severely constrain the development of new programs.

(v) The reduction in funding levels of higher education is serving as an overriding constraint on any major, new academic initiatives by institutions, especially if additional space, equipment, or staff are required.

Apart from the introduction of the graduate diploma as special purpose, capstone courses, several institutions have endeavored to expand into masters level programs. These initiatives, however, have been treated with considerable caution by the coordinating authorities. Some masters programs by course work have gained approval in the larger technical institutes where it could be demonstrated there is appropriate staff expertise, library and other facilities. But the number of such programs is small and enrollments in these courses are mostly subject to strict enrollment ceilings determined by the coordinating authorities.

Thus the prospect for innovation in the form of new, accredited programs is being seriously constrained on two fronts, at the institutional level, by

the capacities of institutions to mount new programs, and at the government level, by the concern to rationalize higher education. The development of non-traditional and non-award programs is discussed under category three.

(2) The Development of New Methods of Production

Leslie and Miller echo the claims by modern organization theorists that, in order to respond to a changing social, political, and economic environment, institutions of higher education, like business firms, must maintain the flexibility sufficient to allow the introduction of new products. They argue the capacity of an institution and the willingness of its faculty to innovate are major determinants of institutional flexibility. The former is governed by the availability of 'slack,' in terms of financial reserves or untapped resources in the institution. The willingness of faculty to innovate is influenced by the proportion of faculty with tenure, and to some extent, the length of service of faculty.

The older, established universities in Australia have benefited from private endowments and do perhaps have greater scope for innovation through access to accumulated reserves. But most new universities are still establishing their teaching facilities and are in need of additional library and other resources. In any case, few have had the opportunity to establish their position in the community to the point where endowments provide a significant source of funds for improving instructional flexibility. In the colleges of advanced education, the accumulation of reserves is governed by legislative provision, which precludes an institution carrying forward from one financial year to the next more than $A200,000, of moneys earned from investment or savings from the recurrent allocation for the year. There is also some psychological reluctance on the part of governing councils of institutions to erode the reserves that may have been accumulated by good management.

The flexibility of institutions in terms of the proportion of tenured versus non-tenured staff is a source of current concern to all Australian colleges and universities. Tenure has also emerged as a major industrial issue in the staff associations. There are two important observations that can be offered here:

(i) In both universities and colleges very few new appointments have been made with tenure during the past two years. However, most institutions undertake to review the question of tenure at the expiry of what is usually a three year contract to new appointees. Although not all contracts are being renewed and there is evidence of non-tenured periods being extended for a further two years, institutions are under strong pressure to grant tenure to those who have performed satisfactorily. In other words, the scope for staffing flexibility can be expected to diminish as enrolment numbers decline.

(ii) The proportion of non-tenured staff appears to differ greatly between disciplines. In the arts and science and business schools there is a high proportion of non-tenured staff, but in the engineering and teacher education schools there is usually a high proportion of tenured staff. The latter position is greatly exacerbating the problem being created by the reductions in teacher education enrolments, and severely inhibiting the prospects for innovation in this area.

Perhaps the greatest scope for improving instructional flexibility, from the American standpoint, is the challenge to Australian institutions to introduce year-round use of facilities and resources, particularly through the introduction of summer schools. But if there are some signs of innovation in this area, there is little evidence of courses being offered for credit during the summer vacation which extends from the beginning of December to the beginning of March. This is a period when Australian academics (if not most workers) traditionally "head for the beach," the coastal resorts, or more typically nowadays, their own garden pools. It is still common to find the educational administrators as the only persons remaining on the job in this period following the mass exodus of both students and faculty from the institutions. Yet, there are emerging pressures which may well influence

greater utilization of the colleges and universities outside the normal academic terms, particularly for the purposes of short, intensive courses. Among these are:

(i) The increasing reluctance of students who gain employment to request release time from their employers to attend courses. Surveys have shown this to be a reason also why, during the past three years, there has been an increasing dropout rate from later stages in undergraduate programs.

(ii) A growing reluctance on the part of employers to grant time off work to enable employees to attend courses; this seems to be an attribute of the recessional business climate in Australia.

(iii) The desire of mature age students, who are becoming a larger proportion of the student population, to undertake intensive, short courses; this is particularly true of the part-time students.

(iv) The desire of full-time students to complete their studies in as minimum time possible, in order to increase their potential for earning.

Certainly, many of these factors are influencing new attitudes on the part of Australian academics and educational administrators to be more sensitive to the student 'consumer' in their 'methods of production,' and to have greater concern for better utilization of their 'capital resources.' But, this can only be regarded as an area which offers limited potential for innovation in Australian higher education, unless the well documented resistance of academics to change can be overcome, as well as the more traditional cultural attitude of the Australian, which focuses on leisure activities during the summer time.

(3) Development of New Markets

With the scope of introducing new, accredited programs being severely constrained by government pressures, there is interest in both universities and colleges to explore alternate avenues for attracting students. One would like to believe that the interest in this area was generated by awareness of the values of lifelong learning or similar altruistic concerns. But

the truth probably lies in faculty sensitivity to the increased possibility of redundancy, if not retrenchment, arising from the turnaround in government support for higher education.

The introduction of non-accredited programs offers several real benefits to institutions in Australia: all staffing and materials costs may be recouped, and profit may even be gained by charging fees to participants, whereas, by government edict (since 1974), no student fees may be charged for accredited courses; enrollment numbers are not subject to any ceilings imposed by co-ordinating authorities; these courses are not subject to the approval mechanisms of the state and federal coordinating authorities, only the academic processes of the institution. The result has been the growth of three types of programs:

(i) Community needs programs - these have included recreational and leisure-oriented programs, and programs addressing environmental issues and better use of resources. These non-traditional courses have been oriented to the needs and interests of housewives, retired persons, and people with active recreational interests.

(ii) Remedial and bridging programs -- these have included short courses directed to students in final years of secondary schooling who are interested in a concentrated study or a program of revision in a discipline in which they feel deficient. Science, mathematics and literacy programs are typical of this category. Courses in computing, introductory management, and foreign languages, which have no restrictions on entry, have also been popular, attracting diverse groups of students. Other programs, which have proven attractive to parents, have provided a background to the new mathematics being taught to their children, and programs designed to enable them to assist children with reading difficulties.

(iii) Industry training programs -- these are designed specifically to meet the needs of individual organizations and usually cover specific technical, scientific, or managerial skills. The courses are mostly planned in conjunction with the client and take a workshop or seminar format. They are usually lucrative sources, but are also demanding in terms of staff time and staff skills.

In addition to these structured, but non-traditional programs, there has been some growth in professional consulting activities, especially in those institutions which have been prepared to adopt more open styles of managing such arrangements, and have allowed profits to be returned to revenue earning departments.

In the past, the interest by institutions and faculty in these various activities has generally not been high. During the expansionary period of the sixties and early seventies, institutions were concentrating on the planning and implementation of new accredited programs. There was little time to devote to non-traditional forms. Many staff have also been reluctant to market their skills in the open community, apparently preferring to shelter behind the traditional academic processes with which they are familiar. But there is some evidence of change. Interest in non-traditional education is being generated by modern marketing skills, and participating faculty are finding their experiences rewarding and reinforcing. Not only are these programs also creating valuable sources of revenue, they are developing good community relations for institutions.

(4) Developing New Productive Factors

As Leslie and Miller acknowledge, considering the general state of affairs in higher eduction, the only promising new factors of production are new sources of students and new sources of income. The former were discussed under category (1) and (2) innovations. Initiatives to achieve new sources of income have taken in the main three directions in Australian higher education:

(i) The development of more sophisticated internal accounting systems--many institutions have moved to responsibility accounting systems and away from centralized financial control, giving responsibility to particular individuals or departments for financial management, and charging all identifiable costs to these centres, irrespective of whether they are staffing costs, support services costs, materials costs, or maintenance charges.

This approach is aimed essentially at improving managerial efficiency within the institution, but it may be at the expense of some diseconomies in academic staff utilization unless it is matched by an adequate management information and support system.

(ii) The hiring of institutional facilities to the general community -- Many of the newer colleges of advanced education as well as the universities have excellent theaters, auditoriums, conference facilities, gymnasiums, playing fields, tennis and squash courts and other facilities that may readily be rented out at competitive rates to the community, when they are not in use by students. Although frequently inadequate for their own needs, most institutions also have excellent parking facilities for large, outside functions. Many institutions are exploiting these sources of income, although sometimes to the chagrin of their academics who fear that the real purpose of the facilities, 'for teaching,' will be endangered.

(iii) Encouraging consulting, research and non-traditional programs -- This opportunity for generating funds was mentioned previously and, lest its reiteration creates an undue bias, it is recognized that these sources can only be exploited to the extent that they do not interfere with the statutory responsibilities of the institutions to conduct their accredited programs.

These various sources of additional income have in the past generally not amounted to more than one percent of an institution's revenue in a financial year, but there is evidence in several institutions where they are now contributing upwards of five percent, and even higher. Although none of these methods ranks highly in terms of academic respectability, they are being recognized increasingly by astute, if not desperate educational administrators, as ways of operating at least at the margin of viability.

(5) Reorganizing and Restructuring the Enterprise

Leslie and Miller examine the potential for innovation in reorganizing and restructuring higher education in times of no growth on three fronts: within individual institutions; between institutions; and among institutions.

(i) Reorganizing and restructuring within institutions -- These activities, at the program level, are occurring in all states of Australia, primarily as a result of government initiatives. Major reviews of academic programs in advanced education are required by coordinating authorities as part of the course accreditation process although these are not formally required in the university sector. The reviews are undertaken after a newly introduced course has been fully operational under its

full and part-time pattern, or when any major program revision is required. But initiatives are also being taken by the institutions themselves to scrutinize closely proposals for new electives, or to amalgamate courses which substantially overlap. Some institutions are even insisting that new courses can only be added if others are deleted. Enrollment floors are being imposed to ensure that non-viable courses are not offered. Greater attention is also being given to teaching modes and to program scheduling, to avoid inefficiencies. Greater emphasis in program replanning is being given to the curriculum strategy of building specializations around a common core, to improve staffing distributions.

At the organizational level, institutions are beginning to modify their structures to adapt to the complexities of institutional management in the period of no-growth. Some of the more dynamic institutions are cutting into the typical hierarchical organization structures in higher education, introducing project or matrix type structures to pursue certain institutional objectives. Others are making more conservative, incremental changes, amalgamating some smaller departments or redistributing staff between schools in attempts to optimize existing academic skills. In some cases, rationalization of administrative and support services is being pursued.

(ii) Reorganization and restructuring between institutions -- Institutional initiatives in this area, involving inter-institutional co-operation, have been slow to emerge in Australia despite obvious grounds for joint arrangements. In New South Wales, alone, there are four colleges of advanced education situated on the same campus as universities or, in the case of Armidale College, no more than a few blocks away. These proximate institutions are: Armidale CAE and the University of New England, Newcastle CAE and the University of Newcastle, Sydney Teachers College and the University of Sydney, Wollongang Institute of Advanced Education and the University of Wollongang. There are similar examples in other states of Australia. Some of the co-operative efforts that are being made by these institutions include joint use of library and computing facilities, parking and road access. But there is often enmity existing between them and little cooperative academic activity. The upshot has been that these institutions have attracted increased attention from co-ordinating authorities and inquiries have been initiated to achieve much higher levels of rationalization.

(iii) Reorganizing and restructuring among institutions -- During the past twelve months this area has become the principal focus of attention of the federal and state government agencies responsible for coordinating higher education in Australia. The report of the Tertiary Education Commission for the 1979-81 triennium referred to several inquiries which had been set up by the state governments in Victoria, South Australia, Tasmania, and New South Wales.[11]

- In Victoria, the Partridge Committee recommended the formation of a single post-secondary education commission (VIPSEC) and the abolition of three existing state agencies. It also made recommendations regarding the rationalization of external studies, engineering schools, teacher education, nurse education and the future of some institutions.

- In South Australia, the Anderson Report made similar recommendations - the establishment of a state coordinating agency for tertiary education (TEASA) and the dissolution of various independent state boards involved in educational affairs. The report also recommended the rationalization of teacher education programs and the merger of several institutions.

- In Tasmania, the Kearney Report recommended the establishment of a tertiary education commission (TECT) to coordinate university and advanced education in the state, and a further education authority to administer and develop technical and further education. A report by Professor Bill Connell concerning Tasmania in the next Decade (TEND) has made recommendations ranging from pre-school education to tertiary education.

- In New South Wales, the Butland Report made recommendations on the rationalization of advanced education in the inner-city area of Sydney. This proposed the closing of one teacher education institution, the merging of other teacher education institutions, and progressive reductions in teacher education enrollments. Other studies have been commissioned to examine the future of specific institutions and colleges in close proximity to universities.

The emerging picture from this analysis is one of grim foreboding, particularly for the college sector. Even the universities may not be exempt from the efforts to rationalize higher education. The recently published Williams Report, which followed a lengthy national inquiry into post-secondary education and training, although preferring to leave the matter of rationalization to the processes of evolution and the inquiries that were initiated in each state, recommended in favor of the new Murdoch University integrating with the University of Western Australia.[12] Reference was also made in the Williams Report to cost effectiveness issues relating to other universities, notably Deakin in Victoria, James Cook in Queensland, and Wollongong in New South Wales. The influences of the new, post-secondary

education bodies which are being developed in several states, together with the power of the central, funding agency, the Tertiary Education Commission, may have more than an indirect effect on the traditional autonomy of the universities.

Taking a cold, objective standpoint, which all of us must ultimately adopt as taxpayers, the proposals for rationalization -- of academic programs, of institutions, and of the agencies of government, appear logical and, in many respects, overdue. Some would even argue that the rationalizations being proposed are not sufficiently radical. The pity is that many higher educational administrators could foresee the present situation in the burgeoning years of the late sixties and early seventies but they were forced to respond to the political pressures for expansion. Many remain critical of the quality of both teaching and administration that has resulted from the period of rapid growth and expansion.

There is a sense in which the current period of higher education in Australia may be looked back upon as one in which major surgery was essential as a result of failure at the coordinating agency level to take earlier preventative action to avert the incipient malignencies of uncontrolled expansion. The burdens of government inaction now fall to institutional administrators, and no administrator relishes the human problems or the administrative complexities associated with the winding down, merging, or closing of organizations. But it is clear that these will become the unpleasant tasks of many educational administrators in Australia unless they can confront the three major challenges facing higher education by fostering more dynamic and positive attitudes in their institutions towards the kinds of innovations suggested by Schumpeter, Leslie and Miller. If they are unsuccessful, the legacy of the present era in higher educational administration may well be interpreted by future generations of administrators

in higher education as a lesson on how government intervention and reactions by institutional administrators resulted in gross mismanagement of the institutions of society which history has come to expect as the very lifeblood of new ideas and social advancement.

There is also a broader implication for those who are charged with the responsibility of training the future generations of educational administrators. The lesson from the Australian experience is that the values, procedures and techniques of education administrators have in the past been reactively oriented, whereas the more recent administrative tasks and those that lie ahead require the management of institutions in a proactive sense. This will involve training a new type of administrator, one who is skilled in the management of ideas - not simply in the concepts of strategy or long-range planning, but as Anshen suggests, in the processes of thinking - from initial concept through full implementation, and one who has capacities to visualize and translate ideas and strategies into controlled operating systems which can not only respond to the needs of our changing society, but can help shape them.[13]

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